

PUBLIC INITIAL FORMATION IN SPECIAL EDUCATION IN BRAZIL: AN ANALYSIS ON PEDAGOGICAL POLITICAL PROJECTS

FORMAÇÃO INICIAL PÚBLICA EM EDUCAÇÃO ESPECIAL NO BRASIL: UMA ANÁLISE SOBRE OS PROJETOS POLÍTICOS PEDAGÓGICOS

FORMACIÓN INICIAL PÚBLICA EN EDUCACIÓN ESPECIAL EN BRASIL: UN ANÁLISIS SOBRE LOS PROYECTOS POLÍTICO – PEDAGÓGICOS

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ABSTRACT: In the national scenario at the undergraduate level, there are currently eleven undergraduate teaching degree courses in Special Education, eight are private/community/philanthropic and three are of public origin. Based on this information, the present article sought to trace the profiles of these courses through the analysis of their Political Pedagogical Projects. For that, the method approached was documental research of exploratory type and for the treatment data analysis was done based on content analysis and then category analysis. The results evidenced Pedagogical Political Projects structured and elaborated according to the demands of the means that are inserted, however, it was verified that there was an absence of guiding principles for the elaboration of these documents, result of the lack of national curricular guidelines for the course in question. In addition, it is emphasized that one of the three existing courses, focuses on specific deficiencies, not offering a broad and complete formation for the future professional.

KEYWORDS: Initial formation. Special education. Pedagogical political projects.

RESUMO: No cenário nacional, há atualmente onze cursos de licenciatura em nível de graduação em Educação Especial, oito são de caráter particular/comunitário/filantropico e três de origem pública. Com base nessas informações, o presente artigo buscou investigar o perfil dos cursos de licenciatura em Educação Especial oferecidos por instituições públicas de ensino superior no Brasil. Para tanto, o método abordado foi a pesquisa documental do tipo exploratória e para tratamento e a análise dos dados fez-se uso da análise por conteúdo, seguida da análise por categorias. Os resultados evidenciaram Projetos Políticos Pedagógicos estruturados e elaborados conforme as demandas dos meios que estão inseridos, porém, constatou-se ausência de princípios norteadores para a elaboração desses documentos, resultado da inexistência de diretrizes curriculares nacionais para o curso em questão. Além

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disso, ressalta-se que um, dos três cursos existentes, foca em deficiências específicas, não ofertando uma formação ampla e completa para o futuro profissional.

PALAVRAS-CHAVE: *Formação inicial. Educação especial. Projeto político pedagógico.*

RESUMEN: *En el escenario nacional en el nivel de educación universitaria de pregrado, existen actualmente once carreras de licenciatura en Educación Especial, ocho son de carácter particular/comunitario/filantrópico y tres de origen público. Con base a estas informaciones, el presente artículo buscó rastrear los perfiles de esas carreras ofrecidos por instituciones públicas de educación superior em Brasil. Se realizó una investigación exploratoria y documental e para el tratamiento y el análisis de los datos se hizo uso del análisis por contenido, seguido del análisis por categorías. Los resultados mostraron Proyectos Político- Pedagógicos estructurados y elaborados conforme a las demandas de los medios en que están insertados, sin embargo, se constató la ausencia de principios guías para la elaboración de estos documentos, esto por causa de la inexistencia de directrices curriculares nacionales para la carrera en cuestión. Además de esto, se resalta que, una de las tres carreras existentes, se enfoca en deficiencias específicas, sin ofrecer una formación amplia y completa para el futuro profesional.*

PALABRAS CLAVE: *Formación inicial. Educación especial. Proyecto político pedagógico.*

Introduction

The implementation of public policies from the perspective of school inclusion has caused an increase in the number of students with disabilities in regular schools, challenging principals, managers, teachers, among others, to build knowledge and actions that address the educational reality in view of diversity (MATOS; MENDES, 2014). Such policies were elaborated with a view to guaranteeing access, enrollment, permanence and learning of these students in regular schools, regardless of any limitation (BRASIL, 2008).

As an example, the National Policy for Inclusive Education (Ministry of Education and Culture MEC-2008), provides for Specialized Educational Assistance (SEA) and Resolution n. 4/2009, establishes operational guidelines for this service in all types of education, complementing and/or supplementing common schooling, making it necessary to expand the number of multifunctional resource rooms and, consequently, invest in the formation of teachers to work in these spaces.

Thus, the formation of teachers for Specialized Educational Assistance, offered by public and private Higher Education Institutions, at both undergraduate and graduate levels (specialization, master's and doctorate) was intensified. On the national scene, there are currently eleven undergraduate courses in the form of a teacher's degree in Special Education

offered by eight Brazilian universities. Of this total, eight courses are offered by six private, community/philanthropic institutions, and three courses are offered by two universities of public origin.

The formation of teachers to work in Special Education is a topic that arouses the interest of researchers today. Torres and Mendes (2018) analyzed the Political Pedagogical Projects and the curricular guidelines of 36 teaching degrees in Physics, Chemistry and Mathematics regarding the themes of Special Education and work with students with disabilities. The authors noted that the teaching degrees offer at least one subject focused on Special Education and inclusion, and some also offered a subject in Brazilian Sign Language (LIBRAS), but the documents were vague and outdated in relation to the topics covered in the disciplines, revealing difficulties in the formation aimed at this audience.

Also discussing the formation of graduates for Special Education, Brabo (2015) interviewed four teachers who taught Special Education courses in federal institutions of higher education. The author found that the workload allocated to Special Education subjects was not sufficient to cover the necessary topics and, due to the requirement, these classes consisted of many students and had few teachers. In addition, the author also found little articulation between the Special Education disciplines and the others within the courses in which they were inserted. Due to these factors, formation became scarce. From this perspective, Borges, Santos and Costa (2019, p. 142, our translation) emphasize that “although there are numerous guidelines in the legislation, research reveals that higher education institutions have not met the legal recommendations”.

When conducting a survey of bibliographic productions referring to the formation of specialized teachers to work in Special Education, Bueno and Marin (2011) found a total of 43 studies between 2002 and 2008, with 18 focused on continuing education, 12 on initial formation and 10 on both formations. The authors drew attention to the low scientific production on teacher education and concluded that the initial formation of teachers has not been the focus of research in Special Education, since these have been more significantly directed towards continuing education. Manzoli *et al.* (2020, p. 11, our translation) adds that

[...] both initial and continuing teacher formation is of crucial importance to offer quality education to all students, especially regarding inclusive education.

Thesing and Costas (2020), in an investigation on the scientific production of the National Association of Postgraduate Studies and Research in Education (ANPEd) in the years

2010 to 2017, found that teacher formation for work in Special Education is among the topics researched, but it is not among the most prevalent. The themes that stood out the most among the years investigated were: public policies for Special Education; pedagogical practices and inclusion; deafness; SEA and, only then, the initial and continued formation of the teacher.

Investigating the current scientific production in the area, it is noted that specific formation to work in Special Education and for the inclusion of students with disabilities in regular education is still little explored by Brazilian researchers, which corroborates Costa and Denari (2012), who point out that “in the case of Brazil, the lack of a formative course that prepares teachers to work in Basic Education with people with disabilities is imperious” (COSTA; DENARI, 2012, p. 140, our translation).

Due to this, the objective of this article was to investigate the profile of the degree courses in Special Education offered by public institutions of higher education in Brazil.

Method

For the operationalization of this qualitative research, documentary research of the exploratory type was carried out (MARCONI; LAKATOS, 1990) in order to investigate teaching degree courses in Special Education offered by Brazilian public universities through their Political Pedagogical Projects (PPP's).

As inclusion criteria for defining the sample, only public higher education institutions whose teaching degree courses in Special Education were accredited by the Ministry of Education (MEC) were considered; that made publicly available their guiding documents and curriculum guidelines; that were active; in person and at the undergraduate level.

At the end, the sample included three teaching degree courses in Special Education accredited by the MEC offered by two public higher education institutions, one located in the southern region of the country and the other in the southeastern region. The documents analyzed were the PPP's of these courses, which are public archives of written origin, which can be checked at the virtual and official addresses of the universities.

The general information of the analyzed courses can be seen in the table below:

Table 1 – Information on Public Teaching Degree Courses in Special Education in Brazil⁴

COURSE	(A)	(B)	(C)
NOMENCLATURE	Special Education Teaching Degree Course	Special Education - Full Teaching Degree	Special Education Teaching Degree Course
LEVEL	Graduation	Graduation	Graduation
MODALITY	In person	In person	In person
KNOWLEDGE AREA	Education and Human Sciences Center	Education and Human Sciences Center	Education and Human Sciences Center
ACADEMIC DEGREE	Teacher Degree	Full Teacher Degree	Teacher Degree
SHIFT	Full-time	Full-time	Night
WORKLOAD	3.315 h	3.120 h	3.220 h
SCHOOL REGIME	Semester	Semester	Semester
REGION	Southeast	South	South

Source: Devised by the authors

For data treatment and analysis, content analysis was used, followed by analysis by categories, in line with the concepts of Minayo (2002). The analysis categories that emerged in relation to the courses were: Justification; Goals; Desired profile of the graduate and Areas of expertise; Structuring axes of the course; Curriculum Grid; Assessments and Internships.

Results and discussion

The first category that stood out in the analysis of the PPP's of the courses was entitled 'Justification'. The courses describe their justifications based on the need for a formation that enables the professional to work with this audience and their specificities, ensuring what is provided for in the Special Education Law from the Perspective of Inclusive Education (BRASIL, 2008) and, consequently, contributing to the acquisition of knowledge and social experiences that the school environment can provide.

As explained in the documents, the existence of courses in the current molds is justified because the current Brazilian context presents a huge demand for teacher formation to face an educational policy of school inclusion and act critically in the various fields of special education, such as evaluation, specialized care and scientific research (PEIXOTO; MENDES, 2021).

Since the special educational needs of some students do not disappear with their mere inclusion in the common class, as well as the need to produce knowledge about the reality of these students is not eliminated, formative courses are required. Pletsch (2009, p. 145, our

⁴ It is worth noting that the latest information updates occurred in 2012 in course A, 2008 in course B and 2010 in course C.

translation) points out that "we can justify higher education formation as one of the essential measures to be taken for effective educational changes to occur".

In the category entitled 'Objectives', the goals established in the PPP's of the courses were outlined aiming at a complete professional formation that would support future performance, aiming at formation with mastery of content, methods, techniques, among other tools to, consequently, provide formation to students.

In addition to these goals considered measurable, the PPP's present a series of values that they intend to imprint on future formation. Values such as professional ethics, sensitivity to needs and challenges, valuing the human being, developing a critical sense, seeking to create new knowledge, among others. The desired goals permeate the idea of a profile sensitive enough to engage in work with people with disabilities.

It is noteworthy that the objectives of course B emphasize only three categories of special educational needs: deafness, cognitive impairment and learning difficulties. The justification set out in the PPP for this is that the other addressed categories of special educational needs will be studied according to the existing demand, at each opportunity through the complementary disciplines of the flexible part provided for in the curriculum.

This fact provokes the questioning about the completeness of the formation to be given in this format, considering that the inclusion is not limited only to these three categories of educational needs. According to a research carried out in Portugal by Rodrigues (2017), the Portuguese teacher formation courses for Special Education emphasize some deficiencies, excluding others, and propose individual and segregationist intervention strategies, which are similar to the patterns shown in course B. Incomplete and compartmentalized teacher education can contribute to what the author calls inequalities within the school, which are: "the inequalities that can be attributed to the practices or structures of the school itself, how teachers work, the way the school groups the students, how they respond to diversity" (RODRIGUES, 2017, p. 9, our translation). For the author, the denaturalization of current school practices and the diversified formation of educators would be recommended, enabling personalized teaching practices and curriculum adaptations for each student.

Formation of educators also involves working on inclusion, both in its theoretical and historical aspects, and in its practical aspects. Souza (2020), in research with 243 university students from the Pedagogy course, noted that the social representations of students about inclusion remained relatively static throughout their graduation.

About the results of the mentioned survey:

It was possible to notice that the conceptual level between freshmen and seniors regarding inclusion is the same, which indicates the lack of discussion of this topic throughout the course. As social representation is built through communication between subjects, it is assumed that students did not have the opportunity to broaden the discussion on this issue, which made its reinterpretation impossible.

[...] In this sense, we can understand that social representations of inclusion are elaborated from the way individuals acquire their knowledge, influenced by the expressive amount of information, values and beliefs that are added to this knowledge. Students arrive at the course loaded with social representations of inclusion, arising from their social context, these representations are reinforced by the discourses present in the academic environment, which favors the anchoring and sedimentation of these representations (SOUZA, 2020, p. 1441, our translation).

The data found by Souza (2020) show that the teacher formation of these students was sufficient to promote reflections with greater theoretical and methodological rigor on inclusion, keeping the ideas linked to common sense. This data can be interesting to consider in the construction of teacher formation courses, making it possible to seek strategies to get around it.

Returning to the research carried out, the profiles established in the PPP's, described here in the category 'Desired profile of the graduate and Areas of expertise', are in accordance with the objectives shown above. That is, if the objectives set out in the PPP's are achieved, the profiles of future professionals who will work with students with disabilities will be complete.

The three PPP's proposals establish that the profiles of graduates in Special Education must include competence and conditions to make their practice more flexible according to existing demands, being able to carry out curricular adaptations when necessary, develop pedagogical didactic procedures and alternative practices appropriate to each student to ensure the appropriation of knowledge.

About the areas of expertise that the courses highlight:

Table 2 – Areas of expertise emphasized in each course

COURSE A	COURSE B	COURSE C
<p>'...will act in the teaching of specialized pedagogical support services, in regular schools, offered in the resource room or multifunctional or special classes, acting in a transversal way at different levels of education...'</p> <p>'...will be able to work in specialized pedagogical support services, in regular schools, in partnership with teachers from the common class, in the form of collaborative teaching and pedagogical guidelines.'</p>	<p>'... have the competence to act as a teacher for special class, special school or specialized resources, developing practices that are necessary for the learning and development of students with special educational needs, whenever their inclusion in a regular class is not possible...'</p> <p>'...Teaching in special classes or special schools that serve students with learning</p>	<p>'...teaching in specialized services and pedagogical support...'</p> <p>'...teaching in common classes of Child Education, Basic Education, Vocational Education and Education of Youth and adults, in a perspective of bi-teaching...'</p> <p>'...teaching in resource classes or all-in-ones...'</p>

<p>‘...make flexible and individualize the pedagogical action in the areas of knowledge and different stages of formation of Basic Education, Higher Education and Youth and Adult Education, in order to respond to the specific needs of students...’</p> <p>‘...Work in a team and in collaboration with the regular education teacher, through teaching and collaborative consultancy in pedagogical actions, with families and all education and health professionals involved with the students under their responsibility...’</p> <p>‘...Teach in different learning and schooling environments, including multifunctional resource rooms, special classes, special schools, hospital classes or in homes, developing practices necessary for the learning and development of students, whenever their schooling in common classes of regular schools is not possible....’</p>	<p>difficulties, cognitive deficits and deafness in the stages of Child Education and the early years of Elementary School.’</p> <p>‘...Teaching in specialized pedagogical support services for students who have special educational needs in the stages of Child Education and early years of Elementary School, as well as in other types of assistance that permeate these stages: - in resource rooms; - in hospital classes; - in a home environment; - in pedagogical guidance services through itinerant service; - in interpreting languages and codes, such as Brazilian Sign Language...’</p>	<p>‘...teaching in special classes and specialized institutions...’</p> <p>‘...teaching in hospital classes.’</p> <p>‘...management, planning and guidance...’ pedagogical guidance in roaming services;</p> <p>‘...teaching in the modality of home education....’</p>
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Source: Devised by the authors

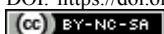
The differences in the fields of action are consistent with the degree of formation, therefore, according to the Full Teaching Degree, course B is restricted to child education and early years of elementary school, while courses A and C range from Child Education to Youth and Adults Education.

The next category elaborated, 'Structuring Axes of the Course', provides information on the structure of the courses, which foresees mandatory and optional subjects of theoretical and practical nature focused on formation, with a view to guaranteeing quality educational service for students with disabilities.

The curricular matrix proposed for course A comprises four transversal axes: the first structuring axis refers to subjects with theoretical foundations, which will aim to acquire knowledge and skills to understand the interdisciplinary nature of the field and object of study of Special Education, including historical aspects of education and Special Education, educational public policy, ethics and human development issues.

The second structuring axis comprises formation for research, which aims at the personal and professional development of the student to seek, produce, disseminate and know how to use scientific knowledge related to Special Education.

The third axis is learning based on the inseparability of theory and practice, in order to guarantee the transversality of this type of formation.



In the fourth and last transversal axis of formation, the focus is on practice, through supervised internship activities to be carried out in real work situations.

Course B also divides its PPP into four axes, the first being the pedagogical didactic axis, the second axis is the foundation of Special Education, the third axis of the specific categories of this formation, such as learning difficulties, cognitive deficit and deafness, and o lastly, the axis of supervised stages.

Course C, on the other hand, divides its PPP into just three axes, the first being the Education and Special Education axis: fundamentals in action. The second axis is Contexts and Practice in Special Education, which organizes the formative block in the specificity of professional work. This axis considers the study, the assessment of development and learning and the proposition of educational practices with different subjects and lines of action. And the last axis is Professional Research and Internship, which structures the last year of the course, with a view to the design and development of research in one of the lines of action, which is also the focus of observation, planning, development and evaluation of professional performance through internship/supervised practice.

For Puhl (2016), vocational formation in higher education occurs in the intrinsic relationship between teaching, research and extension, which expresses the transmission of knowledge already produced, the production of new knowledge and its application in practical contexts. Along with the relationship between theory and practice, the teaching, research and extension triad also seeks the advancement of science with the discovery of new knowledge and the return of university scientific production to the community in which it is inserted, both through extension and internships. This concern in the analyzed courses is noteworthy, the three courses seek, in addition to the transmission of knowledge, the production of new knowledge through scientific research and their application through internships, but these two aspects are limited to the last year of graduation in courses B and C and the last two years in course A.

The axes and their components form the curricular matrices, outlined in the 'Curriculum Grid' category. The PPP's detail the subjects arranged in each of the axes already described, in addition to the stages and other subdivisions that complement the formation. Table 3 below shows a brief summary of each component identified in the curriculum of the PPP's analyzed and their respective workloads.

Table 3 – Hourly loads of curriculum components

	COURSE A	COURSE B	COURSE C
Mandatory Subjects	2,220 h	2,235 h	2,535 h

Optional Subjects	180 h	210 h	120 h
Internships	525 h	450 h	405 h
Completion of course work	180 h	60 h	150 h
Extra-curricular hours	210 h	165 h	160 h
TOTAL	3,315 h	3,120 h	3,220 h

Source: Devised by the authors

According to the data illustrated in table 3, the workloads of each of the PPP's components are similar to each other, not showing large discrepancies in the hours invested in each of the activities in the different courses. In general, the data are in line with the Resolution of the National Council of Education/Full Council 2, of 19 February 2002 which institutes the duration and workload of teaching degrees, full teaching teachings, of formation of basic education teachers at higher level:

Art. 1 The workload of Teacher Formation courses in Basic Education, at a higher level, in a teaching degree course, with full degree, will be carried out through the conclusion of at least 2800 (two thousand and eight hundred) hours, in which the theory-practice articulation guarantees, in terms of its pedagogical projects, the following dimensions of the common components: I - 400 (four hundred) hours of practice as a curricular component, experienced throughout the course; II - 400 (four hundred) hours of supervised curricular internship from the beginning of the second half of the course; III - 1800 (one thousand and eight hundred) hours of classes for curricular contents of a scientific-cultural nature; IV - 200 (two hundred) hours for other forms of academic-scientific-cultural activities (BRASIL, 2002, p. 16, our translation).

However, it is necessary to highlight that courses B and C are lacking in what concerns the two hundred hours for other forms of academic-scientific-cultural activities (extracurricular hours), partially offering the workload for these activities.

University evaluation should be considered as an essential activity for academic improvement, improvement of university management and accountability to society, which is, in the final analysis, who finances it. According to Luckesi (2005), the educational learning evaluation process aims to assist the student in their teaching and learning process and provide information to society about the quality of the educational work carried out.

In this perspective, the category called 'Assessments' provides information about the evaluation process in special education teaching degree courses. Course A defines your assessment as a procedural assessment. According to the description analyzed in the PPP, this type of assessment is compatible with pedagogical practices based on interaction, on the multiplicity of knowledge to be addressed and on the diversity of aspects of social reality to be considered, as well as with a preponderance of qualitative aspects over the quantitative. On the

other hand, courses B and C call their assessment an emancipatory assessment, that is, one that requires reflection on both the practice and the effects of the assessment.

In addition to the performance evaluations of academics, the courses propose to assess the conditions set out in the environment, resources, faculty so that the evaluation is complete and achieves its objectives. There are documents that make official the notes quantitatively for the due purposes, however, the concern emphasized in PPP's is that the assessment is a complementary knowledge instrument, which is used as a process and not as a classifier. In short, the act of evaluating described in the PPP's serves as a tool to verify the learning and the conditions available to it.

The internships present in the courses brought in the category of the same name offer academics a knowledge of the work situation, that is, directly in school units of the education systems. It is characterized as a moment to experience professional practice focusing on conducting, specialized educational support services, monitoring aspects of school life, such as the preparation of the Pedagogical Project, enrollment, class organization, school management, and time and school space. It consists of a planned process, aiming at the integration of practical and theoretical knowledge that complements academic formation.

The format provided for the internships also meets the proposals and objectives of each course. For this reason, course B has as mandatory internships in the three areas of concentration: deafness, cognitive deficit and learning difficulty, with a total of 150 hours each. Because the formation is aimed at full teaching degree, it is assumed that internships are also restricted to child education and early years of elementary school, this information not being included in the PPP.

As defined in the PPP of course A, the academic must complete the mandatory internship for at least one semester in a specialized education institution and a minimum of two semesters in regular schools, mandatorily distributed in two stages to be chosen, child education, elementary school, high school or youth and adult education. Added to the total of these activities are 405 hours.

The internship of course C is divided into two stages, Supervised Internship I – Observation and Proposal and Supervised Internship II – Pedagogical Practice and Report with workloads of 135 hours and 270 hours respectively. However, the formats in which these stages must be performed are not available in the PPP, which leads to questioning the configuration of stages in what involves uniformity and consistency of formation.

Final considerations

The Pedagogical Political Projects are extremely important documents that provide guidelines for the teaching degree courses in Special Education, outlining a path to be followed, in addition to clarifying important factors and ensuring values for quality formation. In general, they are carefully structured projects that, if carried out in the way they were written, will form complete professionals capable of contributing to equity in school grounds. The PPP's analyzed show the need and importance of the existence of teacher formation courses in Special Education in the national scenario.

However, it is necessary to highlight two caveats. The first is consistent with the specification in the formation of one of the three courses, which implies a formation that is not as complete as the others. The second is related to the guiding guidelines for PPP's. The Pedagogical Political Projects of the analyzed courses take as reference the specific national guidelines for Higher Education, but there is a lack of specific national curricular guidelines and guidelines on the Special Education course in the teaching degree modality. On the one hand, this condition may suggest a more timid decision due to the recent nature of these courses, in the scenario of higher education institutions, which contributes to the diversity of conceptions and forms of curricular organization that emerged from each analyzed course. On the other hand, it can be assumed that this fact results in the elaboration of individualized PPPs, which emerge according to regional demands and entail different formative perspectives.

Therefore, for the Special Education course to be strengthened and to form professionals with consolidated content based on the same principles and bases, it is essential to create national curriculum guidelines, even if minimal, that allow guiding the formulation of pedagogical political projects for courses in Degree in Special Education. However, even if these principles may become a reality, the extension of the Brazilian territory and its regionalities cannot be lost sight of. It is hoped that this research can contribute to this demand and to teacher formation in the area of Special Education.

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